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12 UNITED STATES DISTRICT COURT  
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14 FOR THE NORTHERN DISTRICT OF CALIFORNIA  
15  
16 EUREKA DIVISION  
17

18 HOOPA VALLEY TRIBE,

19 Plaintiff,

20 v.

21 UNITED STATES BUREAU OF  
22 RECLAMATION; DAVID BERNHARDT, in his  
23 official capacity as Secretary of the Interior;  
24 BRENDA BURMAN, in her official capacity as  
25 Commissioner of the United States Bureau of  
26 Reclamation; ERNEST CONANT, in his official  
capacity as U.S. Bureau of Reclamation  
California-Great Basin Regional Director; and  
UNITED STATES DEPARTMENT OF THE  
INTERIOR

Defendants.

) Civ. No.

)  
)  
) COMPLAINT FOR  
) DECLARATORY AND  
) INJUNCTIVE RELIEF

) Administrative Procedure Act Case

## I. INTRODUCTION

1. Plaintiff Hoopa Valley Tribe (“Hoopa”) hereby sues Defendants United States Bureau of Reclamation, David Bernhardt, in his official capacity as Secretary of the Interior, Brenda Burman, in her official capacity as Commissioner of the United States Bureau of Reclamation, Ernest Conant, in his official capacity as United States Bureau of Reclamation California-Great Basin Regional Director, and United States Department of the Interior (collectively herein, “Reclamation”) for violations of the Central Valley Project Improvement Act (CVPIA)<sup>1</sup>, the WIIN Act<sup>2</sup>, the National Environmental Policy Act (NEPA)<sup>3</sup>, and the Administrative Procedure Act (APA).<sup>4</sup>

2. Hoopa seeks an order and judgment setting aside, declaring invalid, and rescinding Reclamation’s conversion of certain time-limited Central Valley Project (“CVP”) renewal contracts into permanent repayment contracts with water contractors (including but not limited to Westlands Water District Contract No. 14-06-200-495A-IR1-P) due to Reclamation’s failure to comply with the CVPIA, NEPA, and APA. Hoopa further seeks an order enjoining Reclamation from converting or amending any additional CVP contracts that Reclamation is in the process of converting into permanent repayment contracts absent full compliance with the CVPIA, NEPA, WIIN Act, and APA as discussed herein.

3. In approving conversion of the renewal contracts into permanent repayment contracts, Reclamation has failed to comply with Section 3404(c)(2) of the CVPIA, which mandates incorporation of all requirements imposed by existing law as contract terms. Relevant legal requirements include the CVPIA fishery mitigation, protection, and restoration (herein, “restoration”) measures, other legal requirements that confirm in-basin priority of Trinity River flow releases over out-of-basin diversions to Central Valley contractors, the fish and wildlife

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<sup>1</sup> Pub. L. No. 102-575, §§3401-12, 106 Stat. 4600, 4706-31 (1992)

<sup>2</sup> Public Law 114-322, 130 Stat. 1628 (December 16, 2016),

<sup>3</sup> 42 U.S.C. §§ 4321 et seq.

<sup>4</sup> 5 U.S.C. §§ 501 et seq.

1 preservation and propagation mandates in the Act of August 12, 1955, Pub. L. 84-386, 69 Stat.  
2 719 (1955 Act), which authorized the Trinity River Division (TRD) of the CVP and the Trinity  
3 River Hatchery (TRH), and contractors' obligations to pay the costs of implementing these  
4 requirements pursuant to applicable law including CVPIA Section 3406(b)(23).

5 4. Pursuant to Section 3404(c)(2), the legal priority of in-basin flow releases must be  
6 included as conditions on supply made available for delivery to CVP contractors. CVP  
7 contractors must be explicitly contractually bound to all fishery restoration measures required  
8 by existing law, including the CVPIA, and corresponding payment obligations. Reclamation's  
9 failure to include as contract terms the required fishery restoration, in-basin flow, and payment  
10 obligations imposed by existing law violates the clear statutory language of CVPIA Section  
11 3404(c)(2). Failure to specifically include the requirements of existing law as contract terms in  
12 the permanent contracts will directly impair Hoopa interests in the fish and water resources of  
13 the Trinity River that support its federally reserved rights.

14 5. Diversions of water from the Trinity River to the Central Valley have had and  
15 continue to have a devastating impact on the fish, water, and other environmental resources of  
16 the Trinity River that Hoopa relies upon. The action of converting the currently time-limited  
17 CVP contracts into permanent contracts is an action with significant environmental impacts that  
18 requires NEPA review. Reclamation has discretion in determining and negotiating the terms  
19 and conditions of the contract conversions, and must comply with NEPA, including preparation  
20 of an Environmental Impact Statement ("EIS") and/or an Environmental Assessment ("EA")  
21 and evaluating appropriate alternatives before approving the contract conversions. Reclamation  
22 has failed to prepare an EIS, EA, or to comply with NEPA in any way whatsoever.

23 6. Because of its violations of CVPIA Section 3404(c)(2) and NEPA, Reclamation's  
24 approvals of the contract conversions also violate the APA as the approvals are arbitrary,  
25 capricious, an abuse of discretion, or otherwise not in accordance with law, and without  
26 observance of the procedure required by law. 5 U.S.C. 704, 706.

7. Due to Reclamation's legal violations, Reclamation's approvals of the permanent contracts are legally invalid. Reclamation's approvals and the contracts must be set aside by this Court and the matter remanded to Reclamation for further action consistent with law.

## II. JURISDICTION, VENUE, AND INTRADISTRICT ASSIGNMENT

8. Jurisdiction: This case presents federal law claims by an Indian tribe challenging federal agency action. This Court has jurisdiction pursuant to 5 U.S.C. §§ 702 - 706, 28 U.S.C. § 1331, 28 U.S.C. § 1346, 28 U.S.C. § 1361 - 1362, and 28 U.S.C. § 2201 - 2202.

9. Venue is properly vested in this Court under 28 U.S.C. § 1391(e)(1) because Hoopa and its Reservation are located in Humboldt County and because no real property is involved in this action.

10. Intradistrict Assignment: this case is properly assigned to the Eureka Division under Civil L.R. 3-2 because Hoopa and its Reservation are located in Humboldt County.

11. There exists now between the parties an actual, justiciable controversy in which Hoopa is entitled to have a declaration of its rights and of Reclamation's obligations and in which Hoopa is entitled to declaratory and injunctive relief based on the allegations herein.

12. This Complaint is timely filed within the applicable six-year statute of limitations set forth in 28 U.S.C. § 2401(a).

## III. STANDING

13. Hoopa, a federally-recognized Indian tribe, has standing to assert its claims herein. Since time immemorial, Hoopa and its members, the Hupa people, have used and continue to use the Klamath-Trinity River system and its anadromous fishery resource for subsistence, cultural, ceremonial, religious, and commercial purposes. The lower twelve miles of the Trinity River and a stretch of the Klamath River flow through the Hoopa Valley Reservation.

14. Since time immemorial, the fishery resources of the Trinity and Klamath Rivers have been the mainstay of the life and culture of Hoopa and its people. The fishery is "not

much less necessary to the existence of the Indians than the atmosphere they breathed.” *Blake v. Arnett*, 663 F.2d 906, 909 (9<sup>th</sup> Cir. 1981) (quoting *United States v. Winans*, 198 U.S. 371, 381 (1905)). The salmon fishery holds significant commercial and economic value in Hoopa’s culture and economy. *See* Memorandum from John D. Leshy, Solicitor of the Department of the Interior to the Secretary of the Interior (Oct. 4, 1993) (M-36979) (hereinafter “1993 Solicitor Opinion”).

15. The principal purpose of Hoopa’s Reservation was to set aside sufficient resources of the Trinity and Klamath Rivers for the Indians to be self-sufficient and achieve a moderate living based on fish. *See* 1993 Solicitor Opinion 3, 15, 18-21, *cited with approval*, *Parravano v. Babbitt*, 70 F.3d 539, 542 (9<sup>th</sup> Cir. 1995), *cert. denied*, 518 U.S. 1016 (1996). Hoopa’s federal reserved fishing right carries with it a corresponding right to Trinity and Klamath River flow levels that are sufficient to support a productive habitat for Hoopa’s anadromous fishery, including but not limited to salmon and steelhead, including those produced by the TRH, and other culturally important salmon and non-salmonid species.

16. Reclamation diverts water through the Trinity River Division (TRD) of the CVP, which would otherwise flow downstream through Hoopa’s Reservation, and sends it out of the Trinity River Basin to implement the contracts at issue in this case. Congress and the Department of the Interior have repeatedly affirmed and required protection of in-basin flows in the Trinity River from impacts of Reclamation’s TRD/CVP out-of-basin diversions. In the TRD’s authorizing legislation in 1955 (Pub. L. 84-386, 69 Stat. 719), Congress conditioned out-of-basin diversions on preservation and propagation of fish and wildlife in the Trinity River Basin as well as on a separate provision for the annual release of not less than 50,000 acre-feet from Trinity Reservoir to be made available to Humboldt County and downstream water users including Hoopa.<sup>5</sup> In 1979, Interior Solicitor Krulitz explained that the provisos of Section 2 of

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<sup>5</sup> 1955 Trinity River Division Central Valley Project Act (the “1955 Act”), Pub. L. No. 84-386, 69 Stat. 719, § 2.

1 the 1955 Act limit the integration of the TRD into the CVP and require the Secretary to exercise  
2 a priority for use of all TRD water necessary to protect fish and other in-basin needs over TRD  
3 diversions to the Central Valley for use in the CVP.<sup>6</sup>

4 17. In 1981, the Secretary of the Interior ordered increased flows into the Trinity  
5 River from the TRD for the benefit of Hoopa and its fishery resources. The increased flows  
6 were to be used in a study to determine what TRD releases in addition to the initial flow release  
7 regimen established in the 1955 Act were needed for the preservation and propagation of the  
8 Trinity River fishery. A 1981 Secretarial Order found that:

9 [T]he [Hoopa] and Yurok Indians have rights to fish from the Trinity and Klamath Rivers  
10 and to adequate water to make their fishing rights meaningful. These rights are tribal  
11 assets which the Secretary, as trustee, has an obligation to manage for the benefit of the  
12 tribes. The Secretary may not abrogate these rights even if the benefit to a portion of the  
13 public from such abrogation would be greater than the loss to the Indians. . . . There are  
14 responsibilities arising from congressional enactments, which are augmented by the  
15 federal trust responsibility to the Hupa and Yurok tribes, that compel restoration of the  
16 river's salmon and steelhead resources to pre-project levels.

17 18. In 1984, Congress authorized the Secretary to adopt and implement a program to  
18 "achieve the long-term goal of restoring fish and wildlife populations in the Trinity River Basin  
19 to a level approximating that which existed immediately before the start of the construction of  
20 the [TRD] . . . and to maintain such levels."<sup>7</sup>

21 19. In 1992, Congress enacted the CVPIA which dramatically altered the structure  
22 and purpose of the CVP. CVPIA Section 3406(a) amended the project purposes of the CVP set  
23 forth in 50 Stat. 844, 850, §2 (Act of August 21, 1937) by adding "mitigation, protection, and  
24 restoration of fish and wildlife" to the purposes of "improving navigation, regulating the flow of  
25 the San Joaquin River and the Sacramento River, controlling floods, providing for storage and  
26 for the delivery of the stored waters thereof, for construction under the provisions of the Federal

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<sup>6</sup> Memorandum from Solicitor to Assistant Secretary, Land and Water Resources, Dec. 7, 1979 (the "1979 Opinion")

<sup>7</sup> Trinity River Basin Fish and Wildlife Management Act of 1984, Pub. L. No. 98-541, 98 Stat. 2721, § 2(a).

1 reclamation laws of such distribution systems as the Secretary of the Interior deems necessary in  
 2 connection with lands for which said stored waters are to be delivered, for the reclamation of  
 3 arid and semiarid lands and lands of Indian reservations . . .”. In CVPIA Section 3406(b)(23),  
 4 Congress required the Secretary to take specific actions “in order to meet Federal trust  
 5 responsibilities to protect the fishery resources of the Hoopa Valley Tribe, and to meet the  
 6 fishery restoration goals of the [1984 Act].”<sup>8</sup> The 1984 Act actions identified in section  
 7 3406(b)(23) included completion by the Secretary, in consultation with Hoopa, of the Trinity  
 8 River Flow Evaluation Study ordered by the Secretarial Decision of January 14, 1981; obtaining  
 9 Hoopa’s concurrence in the study results, and implementing the recommendations and  
 10 associated operating criteria and procedures accordingly. The 1984 Act also requires the  
 11 Secretary to modernize and increase the effectiveness of the TRH. CVPIA Section 3406(b)(23)  
 12 mandates that “[c]osts associated with implementation of this paragraph shall be reimbursable  
 13 as operation and maintenance expenditures pursuant to existing law” (emphasis added).

14 20. In the CVPIA, Congress also required that: “Upon renewal of any long-term  
 15 repayment or water service contract providing for the delivery of water from the [CVP], the  
 16 Secretary shall incorporate all requirements imposed by existing law, including provisions of  
 17 this title, within such renewed contracts.” CVPIA, § 3404(c)(2). Congress further required  
 18 environmental review pursuant to NEPA prior to renewal of CVP contracts. CVPIA, §  
 19 3404(c)(1), § 3409.

20 21. Hoopa’s rights to water and fish in the Trinity River, confirmed by Congress, the  
 21 Secretaries of Interior and Commerce and multiple court cases, are directly threatened by  
 22 Reclamation’s failures to comply with the CVPIA, NEPA, and APA as related to the long-term  
 23 (permanent) contracts at issue here. The TRD diverts water that would otherwise flow through  
 24 the Trinity River Basin and through Hoopa’s Reservation. The diversion of vast amounts of  
 25 water from the Trinity River Basin through TRD facilities to out-of-basin water contractors

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26 <sup>8</sup> Section 3406(b)(23) is reproduced in Exhibit 1.

1 directly harms Hoopa and its interests. The TRH is a source of fish to implement Hoopa fishing  
2 rights. The Congressional directive of restoring Trinity River fish and wildlife populations to  
3 pre-project levels has not yet been achieved. Reclamation's failure to comply with applicable  
4 statutory, regulatory, and contractual requirements directly harms Hoopa and its interests in the  
5 fish and water resources of the Trinity River.

6 22. The CVPIA, the 1955 Act, and other provisions of existing law affirmatively  
7 protect Hoopa's vested property rights in the Trinity River fishery and the priority that exists for  
8 in-basin uses in the Trinity River over out-of-basin diversions to the CVP. Here, Reclamation  
9 unlawfully seeks to circumvent and nullify the applicable legal protections by failing in its  
10 affirmative legal duty to incorporate the requirements imposed by existing law, including but  
11 not limited to the CVPIA and the WIIN Act, into the contracts at issue.

12 23. Reclamation further seeks to avoid its duty to analyze the environmental impacts  
13 of the continued out-of-basin diversions as well as appropriate alternatives to such continued  
14 diversions (including the appropriate quantity of such diversions) and appropriate mitigation. In  
15 converting contracts to permanent repayment contracts, or renewing contracts in their existing  
16 quantities, NEPA requires Reclamation to evaluate alternatives that would implement the  
17 conversions in ways that will assure fulfillment of the congressionally mandated Trinity River  
18 fish and wildlife restoration, preservation and propagation requirements as well as its federal  
19 trust responsibilities to Hoopa.

20 24. Reclamation's failure to comply with its legal duties affirmatively harms Hoopa.  
21 An order of this Court finding Reclamation's acts and omissions unlawful, rescinding the  
22 unlawful contracts, and remanding to Reclamation with a direction to comply with its legal  
23 responsibilities would redress the injury that Hoopa alleges in this action.

24 25. Hoopa also incorporates by reference all allegations below in support of its  
25 standing.  
26



**IV. PARTIES**

26. Plaintiff Hoopa Valley Tribe is a federally-recognized Indian tribe located on the Hoopa Valley Reservation which is within Humboldt County, California. The Trinity River and a stretch of the Klamath River flows through the Reservation. Hoopa and its members have federal reserved rights to take hatchery and natural fish and a corresponding water right to protect and implement their rights to take hatchery and natural fish in the Trinity and Klamath Rivers. Hoopa's interests are further described herein.

27. Defendants in this action are:

A. United States Bureau of Reclamation is a federal agency within the United States Department of the Interior that has primary management authority over the CVP and TRD and has a fiduciary trust responsibility to protect and preserve Hoopa's reserved rights, as well as an obligation to comply with NEPA in connection with its CVP management actions. The United States Bureau of Reclamation approved, and is planning to approve, contracts challenged in this litigation without complying with the CVPIA, NEPA, the WIIN Act, or the APA.

B. David Bernhardt is sued in his official capacity as Secretary of the Interior. He oversees the Department of the Interior and Bureau of Reclamation and is responsible for the operation of the CVP and TRD, subject to the mandates of the CVPIA and other applicable federal law.

C. Brenda Burman is sued in her official capacity as the Commissioner of the United States Bureau of Reclamation.

D. Ernest Conant is sued in his official capacity as Regional Director of the California-Great Basin Region of the United States Bureau of Reclamation.

E. United States Department of the Interior is a cabinet-level federal agency and the parent agency of the United States Bureau of Reclamation.

1                   **V.       STATUTORY AND REGULATORY BACKGROUND**

2                   **THE CENTRAL VALLEY PROJECT IMPROVEMENT ACT (CVPIA)**

3           28.     Section 3402 of the CVPIA states that the purposes of the CVPIA are to:

4                   (a) protect, restore, and enhance fish, wildlife, and associated habitats in the

5                             Central Valley and Trinity River basins of California;

6                   (b) address impacts of the CVP on fish, wildlife, and associated habitats;

7                   (c) improve the operational flexibility of the CVP;

8                   (d) increase water-related benefits provided by the CVP to the State of California

9                             through expanded use of voluntary water transfers and improved water

10                            conservation;

11                  (e) contribute to the State of California's interim and long-term efforts to protect

12                            the San Francisco Bay/Sacramento-San Joaquin Delta Estuary; and

13                  (f) achieve a reasonable balance among competing demands for use of CVP

14                            water, including the requirements of fish and wildlife, agricultural, municipal

15                            and industrial and power contractors.

16           29.     Section 3406(b)(23) of the CVPIA specifically applies the federal government's  
17 trust responsibilities for Hoopa's Trinity River fishery resources to Reclamation and mandated  
18 implementation of the Trinity River Mainstem Fishery Restoration Program and associated  
19 TRD flow releases according to the terms concurred in by Hoopa in the December 18, 2000,  
20 Record of Decision executed on the Hoopa Valley Reservation by the Secretary and Hoopa's  
21 Chairman. See Exhibit 1.

22           30.     Section 3404(c)(1) requires Reclamation to conduct environmental review prior to  
23 renewal of any long-term water contract. Such appropriate environmental review includes, but  
24 is not limited to, the directive to the Secretary to prepare a programmatic EIS pursuant to  
25 Section 3409 of the CVPIA.

31. Section 3404(c)(2) requires that: “Upon renewal of any long-term repayment or water service contract providing for the delivery of water from the CVP, the Secretary shall incorporate all requirements imposed by existing law, including provisions of this title, within such renewed contracts. The Secretary shall also administer all existing, new, and renewed contracts in conformance with the requirements and goals of this title.”

**THE NATIONAL ENVIRONMENTAL POLICY ACT (NEPA)**

32. NEPA is “our basic national charter for protection of the environment.” 40 C.F.R. § 1500.1(a). Congress directed “that, to the fullest extent possible . . . the policies, regulations, and public laws of the United States shall be interpreted and administered in accordance with the policies set forth in [NEPA] . . .” 42 U.S.C. § 4332.

33. The purposes of NEPA are to: (1) declare a national policy which will encourage productive and enjoyable harmony between man and his environment; (2) promote efforts which will prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man; and to (3) enrich the understanding of the ecological systems and natural resources important to the Nation. 42 U.S.C. § 4321. NEPA recognizes that “each person should enjoy a healthful environment” and ensures that the federal government uses all practicable means to “fulfill the responsibilities of each generation as trustee of the environment for succeeding generations” and “assure for all Americans safe, healthful, productive, and esthetically and culturally pleasing surroundings.” *Id.* § 4331(b)-(c).

34. To fulfill these purposes, NEPA requires that: (1) agencies take a “hard look” at the environmental impacts of their actions before the actions occur, thereby ensuring “that the agency, in reaching its decision, will have available, and will carefully consider, detailed information concerning significant environmental impacts,” and (2) “the relevant information will be made available to the larger audience that may also play a role in both the decisionmaking process and the implementation of that decision.” *Robertson v. Methow Valley Citizens Council*, 490 U.S. 332, 349 (1989).

35. NEPA requires federal agencies to prepare an EIS for “major Federal actions significantly affecting the quality of the human environment.” 42 U.S.C. § 4332(2)(C).

36. “Major Federal actions” subject to NEPA include both new and continuing activities. 40 C.F.R. § 1508.18(a).

37. To determine whether the nature and extent of a proposed action’s environmental effects requires preparing an EIS, federal agencies may first prepare an EA. 40 C.F.R. § 1501.4(b)-(c). If, on the basis of the EA, the agency finds that the proposed action will produce “no significant impact” on the environment, then an EIS need not be prepared. *Id.* § 1501.4(e).

38. An agency’s NEPA analysis must assess the direct, indirect, and cumulative impacts of its action. 40 C.F.R. § 1508.8. As part of its NEPA review, an agency is also required to prepare a detailed statement regarding the alternatives to the proposed action. 42 U.S.C. § 4332(2)(C)(iii), (E). An agency must “[r]igorously explore and objectively evaluate all reasonable alternatives,” including a “no-action” alternative. 40 C.F.R. § 1502.14.

#### **THE ADMINISTRATIVE PROCEDURE ACT (APA)**

39. The APA provides a right to judicial review for any “person suffering legal wrong because of agency action.” 5 U.S.C. § 702. Final agency actions “for which there is no other adequate remedy in a court” are reviewable under the APA. *Id.* § 704.

40. Under the APA, a reviewing court shall set aside agency action found to be arbitrary, capricious, an abuse of discretion, or otherwise not in accordance with law, or without observance of procedure required by law. 5 U.S.C. §706. A reviewing court shall compel agency action unlawfully withheld or unreasonably delayed. *Id.*

#### **THE WATER INFRASTRUCTURE IMPROVEMENTS OF THE NATION (WIIN) ACT**

41. In 2016, Congress enacted the WIIN Act. The WIIN Act directs Reclamation to convert existing CVP water service contracts to permanent repayment contracts upon the request of the contractor, under mutually agreeable terms and conditions. WIIN Act, §4011(a). The Secretary’s administrative implementation of the WIIN Act must be consistent with and may not

alter existing applicable federal and state laws. WIIN Act, § 4001(a), (b). WIIN Act § 4012 provides that the Act “shall not be interpreted or implemented in a manner that ... (2) affects or modifies any obligation under the Central Valley Project Improvement Act (Public Law 102–575; 106 Stat. 4706.” This includes, but is not limited to: (1) the CVP’s environmental restoration purpose established by CVPIA §3406(a); (2) associated contractor cost obligations, particularly regarding the Trinity River; and (3) the CVPIA’s §3404(c)(2) mandate to incorporate such terms in renewed contracts.

42. The WIIN Act shall not be interpreted or implemented in a manner that (1) preempts or modifies any obligation of the United States under state law; (2) affects or modifies any obligation under the CVPIA, with an exception related to Stanislaus River predator management unrelated to this case; (3) overrides, modifies, or amends applicability of the ESA; (4) would cause additional adverse effects on listed fish species beyond the range of effects anticipated to occur to the listed fish species for the duration of the applicable biological opinion, using the best available scientific and commercial data available; or (5) overrides, modifies, or amends any obligation of the Pacific Fisheries Management Council. WIIN Act, §4012(a).

## VI. FACTUAL ALLEGATIONS

### A. The TRD’s Out-of-Basin Diversions, Which Support the Contracts at Issue, Continue to Imperil Hoopa’s Fish and Water Resources in Violation of Law.

43. Hoopa and its people have lived along the Trinity River, and relied upon its fish resources, since time immemorial. The United States government located and set aside the Hoopa Valley Reservation, which the Trinity River flows through, on August 21, 1864. *Mattz v. Arnett*, 412 U.S. 481, 490, fn. 9 (1973); *Short v. United States*, 202 Ct. Cl. 870, 875-980 (1973). On June 23, 1876, President Grant issued an Executive Order formally setting aside the Reservation for “Indian purposes.” *Short*, 202 Ct. Cl. at 877. Traditional salmon fishing is one

1 of the “Indian purposes” for which the Reservation was created. *Parravano v. Babbitt*, 70 F.3d  
2 539, 546 (9<sup>th</sup> Cir. 1995).

3 44. In 1864, the United States determined the Reservation a suitable permanent  
4 homeland for two principal reasons. First, the Reservation is within the heart of Hoopa’s  
5 aboriginal lands, which Hupa Indians occupied and fished upon for generations.<sup>9</sup> *Parravano v.*  
6 *Babbitt*, 70 F.3d 539, 546 (9<sup>th</sup> Cir. 1995). Hupa Indians possessed fishing and hunting rights  
7 long before contact with white settlers and their salmon fishery was “not much less necessary to  
8 [their existence] than the atmosphere they breathed.” *Id.* at 542, quoting *Blake v. Arnett*, 663  
9 F.2d 906, 909 (9<sup>th</sup> Cir. 1991). Second, the Reservation set aside resources of the Trinity and  
10 Klamath rivers for Hupa people to be self-sufficient and achieve a moderate living based on fish.  
11 *United States v. Eberhardt*, 789 F.2d 1354, 1359 (9<sup>th</sup> Cir. 1986).

12 45. Hoopa’s rights entitle Hoopa and its people to take fish from the Trinity and Klamath  
13 Rivers for ceremonial, subsistence, and commercial purposes. *Eberhardt*, 789 F.2d at 1359. In  
14 1993, the Interior Solicitor Leshy examined the “history of the [Hoopa] reservation, the Indians’  
15 dependence on the Klamath and Trinity River fisheries, the United States’ awareness of that  
16 dependence, and the federal intent to create the reservation in order to protect the Indians’ ability  
17 to maintain a way of life, which included reliance on the fisheries. 1993 Solicitor Opinion, p. 3.  
18 Solicitor Leshy found: “[T]he Government intended to reserve for the [Hoopa] a fishing right  
19 which includes a right to harvest a sufficient share of the resource to sustain a moderate standard  
20 of living.” *Id.* at p. 21. Hoopa’s rights are not satisfied simply by the presence of fish in the  
21 river, but rather by the harvesting of an adequate supply of fish by Hoopa’s people. *United*  
22 *States v. Washington*, 853 F.3d 946, 958, 965-66 (9<sup>th</sup> Cir. 2017), *affirmed per curiam*, 584 U.S.  
23 \_\_\_\_ (2018) (“moderate living” standard requires protection of continued supply of fish for the  
24 Tribes).

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25  
26 <sup>9</sup> Hupa are the people of the federally-recognized Hoopa Valley Tribe.

1           46. In 1955, Congress authorized development of the Trinity River Division (TRD) as  
 2 a part of the CVP – the extensive system of dams, canals, and reservoirs that divert, store, and  
 3 regulate water for California’s Central Valley. Through the TRD, Reclamation diverts  
 4 substantial quantities of water from the Trinity River and sends such water out-of-basin to CVP  
 5 contractors. The TRD, which includes Trinity Dam and Lewiston Dam on the Trinity River  
 6 upstream of the Hoopa Valley Reservation, became operational in 1964, approximately 100  
 7 years after the United States set aside the Hoopa Reservation as a permanent homeland for Hupa  
 8 Indians, reserving Trinity River water and fish for their subsistence and livelihood. The TRH  
 9 was an integral part of the TRD to replace fish lost by blocking 109 miles of habitat.

10           47. Throughout the planning process for the TRD, the Trinity fishery was understood to  
 11 be a significant concern that needed to be protected:

12           Although the two major functions of the [TRD] are to provide an additional supply of  
 13 irrigation water and to generate hydroelectric energy, there are other important benefits to  
 14 be gained by the construction and operation of the proposed development. The present  
 15 fishery resources of the Trinity River are an economic asset to the Trinity River Basin, as  
 16 well as to the whole north coastal area, and therefore would require that the proposed  
 17 development be operated to their advantage.

18           House Doc. No. 53, 83d Cong., 1<sup>st</sup> Sess., “Letter from the Secretary of the Interior transmitting  
 19 the Report and Findings of the Trinity River Division of the Central Valley Project, California,  
 20 Pursuant to Section 9(A) of the Reclamation Project Act of 1939” at 76.

21           48. Both the House and Senate, in their deliberations on the TRD, reported that the  
 22 fishery resources of the Trinity River are an asset to the Trinity River basin as well as to the  
 23 whole north coastal area and that the TRD was planned with a view to maintaining and  
 24 improving fishery conditions. House Rept. No. 602, 84<sup>th</sup> Cong., 1<sup>st</sup> Sess. at 2 (May 19, 1955);  
 25 Senate Rept. No. 1154, 84<sup>th</sup> Cong., 1<sup>st</sup> Sess. at 5.

26           49. When Congress authorized the TRD in 1955, Congress recognized the critical  
 importance of the fishery resources of the Trinity River and the need to protect them. Congress  
 intended the TRD be designed “with a view to maintaining and improving fishery conditions.”



1 *San Luis & Delta-Mendota Water Authority v. Haugrud*, 848 F.3d 1216, 1223 (9<sup>th</sup> Cir. 2017).  
 2 Section 2 of the 1955 Act provides that “the Secretary is authorized and directed to adopt  
 3 appropriate measures to insure the preservation and propagation of fish and wildlife . . . .”  
 4 Section 2 of the 1955 Act also provides that “not less than 50,000 acre-feet shall be released  
 5 annually from the Trinity Reservoir and made available to Humboldt County and downstream  
 6 water users.” These two provisos address distinct in-basin releases that have priority over out-  
 7 of-basin diversions. *See* Solicitor Memorandum M-37030 regarding “Trinity River Division  
 8 Authorization’s 50,000 Acre-Foot Proviso and the 1959 Contract Between the Bureau of  
 9 Reclamation and Humboldt County” (December 23, 2014).

10 50. The TRD is the only source of CVP water imported to the Central Valley. The  
 11 original TRD legislation would have authorized both the TRD and the San Luis Unit (SLU).<sup>10</sup>  
 12 However the SLU planning report was delayed and the TRD proceeded to authorization in 1955  
 13 (Pub. L. 84-386). The SLU was eventually authorized by Public Law 86-488, 74 Stat.156 (June  
 14 3, 1960). The water<sup>11</sup> and energy<sup>12</sup> developed by the TRD are integral to the development,

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15 <sup>10</sup> Subcommittee on Irrigation and Reclamation of the Committee on Interior and Insular Affairs,  
 16 *Hearing on H.R. 4663 to authorize the Trinity River division, Central Valley Project*, page 93,  
 17 84<sup>th</sup> Cong., 1<sup>st</sup> Sess., page 3. (April 13, 1955).

18 <sup>11</sup> House Report No. 602, 84<sup>th</sup> Cong., 1<sup>st</sup> Sess. on H.R. 4664 (May 19, 1955) at 4, “Under the  
 19 plan of development and operation an average of 704,000 acre-feet of Trinity River water would  
 20 be diverted annually to the Sacramento River Basin . . . [of which] 525,000 acre-feet annually  
 21 would be available for use on lands of the west side of the San Joaquin Valley.”

22 <sup>12</sup> San Luis Unit, Central Valley Project, California: A Report on the feasibility of Water Supply  
 23 Development, U.S. Department of the Interior, Bureau of Reclamation GPO 968842 (1956) at 3  
 24 and 7-8 “Power from the Trinity River Division is contemplated as the major source for the San  
 25 Luis Unit pumping requirements.” “As stated in . . . [the] January 19, 1955 report, which was  
 26 adopted by Secretary McKay as his proposed report on the Trinity River Division, assurance of  
 power for San Luis pumping, on advantageous terms would be basic in such arrangements. Since  
 there are no existing arrangements to sell falling water in connection with the Trinity River  
 development, estimates in this report are based on power supplies from Federally-constructed  
 powerplants.” 1956 Feasibility Report on the San Luis Unit *Letter from Secretary of the Interior  
 to the President, August 1, 1956*: “The Unit will provide a full water supply to 440,000 acres of



1 construction, and operation of the SLU<sup>13</sup> whose member districts, including the Westlands Water  
 2 District, have contracts with Reclamation for CVP water service. Those contracts include  
 3 Contract No. 14-06-200-495A-IR1-P. Congress conditioned the use of TRD water and energy  
 4 for the benefit of the SLU and other CVP purposes by establishing first priorities to TRD water  
 5 for Trinity River fish and wildlife resources and California's North Coast's economy. The  
 6 Bureau of Reclamation disobeyed or ignored or rejected those priorities for decades.

7 51. Construction, operation and maintenance of the TRD and the SLU caused  
 8 widespread catastrophic environmental impacts in both the Trinity basin and in the Central  
 9 Valley. Damming the Trinity River and over-diverting water to the Central Valley devastated  
 10 Trinity basin fish and wildlife and caused economic hardship in North Coast Communities.

11 52. The TRD Act and the SLU Act further confirm the nexus between: (1) Hoopa's  
 12 property rights and interest in the Trinity River and its fishery; and (2) interests purported to be  
 13 established by Reclamation in contracts with the Westlands Water District and other contractors  
 14 in the SLU.

15 53. In 1979, Interior Solicitor Krulitz explained that the provisos of Section 2 of the 1955  
 16 Act limit the integration of the TRD into the CVP and require the Secretary to exercise a priority  
 17 for use of all TRD water necessary to protect fish and other in-basin needs:

18 On occasion the Congress has specifically limited the Secretary's discretion in meeting  
 19 the general CVP priorities. For example, in authorizing the Trinity River Division of the  
 20 CVP in 1955, Congress specifically provided that in-basin flows (in excess of a  
 21 statutorily prescribed minimum) determined by the Secretary to be necessary to meet in-  
 basin needs take precedence over needs to be served by out-of-basin diversion. See Pub.

22 land along the west side of the San Joaquin valley. Most of this area is presently irrigated from  
 23 ground water, but due to the rapidly lowering water levels, it is estimated that less than 150,000  
 24 acres can be sustained in permanent irrigated agriculture under present conditions.

25 <sup>13</sup> *Id.* at 93. Congressman Sisk of California: "This particular project, the Trinity and the San  
 26 Luis project, have already been considered as definite parts of and an integral part of and feature  
 of the Central Valley project from its very inception."

1 L. No. 84-386, § 2. In that case, Congress' usual direction that the Trinity River Division  
 2 be integrated into the overall CVP, set forth at the beginning of section 2, is expressly  
 modified by and made subject to the provisos that follow giving specific direction to the  
 Secretary regarding in-basin needs.

3 Memorandum from Solicitor to Assistant Secretary, Land and Water Resources, Dec. 7, 1979.

4 54. Contrary to the intent of Congress, the TRD development, operations, and resulting  
 5 out-of-basin water diversions decimated fish populations including those required to fulfill  
 6 Hoopa reserved fishing rights. The TRD diverted an average of 88% of the annual inflow out of  
 7 the Trinity River and into the Sacramento River Basin during its first ten years of operation.  
 8 *Westlands Water Dist. v. U.S. Dep't of the Interior*, 376 F.3d 853, 861 (9<sup>th</sup> Cir. 2004). The TRD  
 9 also permanently eliminated fish access to 109 miles of habitat upstream of Lewiston Dam  
 10 previously used by anadromous fish for holding, spawning, and rearing. Within a decade of the  
 11 TRD's completion, salmonid populations dramatically decreased. In 1980, the U.S. Fish and  
 12 Wildlife Service estimated that the Trinity River fish population suffered a reduction of 60% to  
 13 80% and fishery habitat loss of 80% to 90%. *Id.* at 862-63.

14 55. The reduction in salmon populations had, and continues to have, a devastating  
 15 impact on Hoopa. In 1981, relying on an environmental study, the authority provided by the  
 16 1955 Act, § 2, and the federal trust obligation to protect Hoopa's reserved rights, the Secretary of  
 17 the Interior ordered an increase in annual flows released from the TRD to the Trinity River  
 18 downstream of Lewiston Dam. 1981 Secretarial Order. The Secretary confirmed that mitigation  
 19 is required to provide fish harvest opportunities to Hoopa for both subsistence and commercial  
 20 purposes and that flow is critical to restoration, preservation, and propagation of the Trinity  
 21 River fishery resource.

22 56. In 1984, Congress affirmed and authorized the Secretary's restoration goal in the  
 23 Trinity River Basin Fish and Wildlife Management Act ("1984 Act"), Pub. L. No. 98-541, 98  
 24 Stat. 2721. Congress found that "the Secretary requires additional authority to implement a  
 25 basin-wide fish and wildlife management program in order to achieve the long-term goal of  
 26 restoring fish and wildlife populations in the Trinity River Basin to a level approximating that

1 which existed immediately before the start of the construction of the Trinity River division.”  
 2 1984 Act, § 1(6). Congress directed the Secretary to develop and implement a fish and wildlife  
 3 management program for the Trinity River Basin designed to restore the fish and wildlife  
 4 populations in such basin to the levels approximating those which existed immediately before the  
 5 start of the construction [of the TRD] and to maintain those levels.” 1984 Act, § 2(a). The 1984  
 6 Act directed the “design, construction, operation and maintenance of facilities to—(A)  
 7 rehabilitate fish habitats in the Trinity River between Lewistown Dam and Weitchpec; (B)  
 8 rehabilitate fish habitats in the tributaries of such river below Lewiston Dam and in the south  
 9 fork of such river; and (C) modernize and otherwise increase the effectiveness of the Trinity  
 10 River Fish Hatchery.”

11 57. In 1992, Congress enacted the CVPIA which, among other things, sought “to protect,  
 12 restore, and enhance fish, wildlife, and associated habitats in the Central Valley and Trinity  
 13 River basins . . . .” CVPIA, § 3402(a). In Section 3406(b)(23), Congress required actions to  
 14 “meet Federal trust responsibilities to protect the fishery resources of the Hoopa Valley Tribe,  
 15 and to meet the fishery restoration goals of the [1984 Act].” Section 3406(b)(23) required  
 16 Hoopa’s concurrence on certain flow measures proposed for implementation.

17 58. Subject to certain exceptions not relevant to this case, CVPIA section 3404(a)  
 18 prohibited any new contracts for CVP water for any purpose other than fish and wildlife before .  
 19 . . the provisions of subsections 3406(b)-(d) . . . were met.” Section 3406(b) enumerated twenty-  
 20 three fish and wildlife restoration activities subject to that requirement. Section 3406(b)(23)<sup>14</sup>

21 59. Congress, in CVPIA section 3404(c)(2), requires that: “Upon renewal of any long-  
 22 term repayment or water service contract providing for the delivery of water from the [CVP], the  
 23 Secretary shall incorporate all requirements imposed by existing law, including provisions of this  
 24 title, within such renewed contracts.” CVPIA, § 3404(c)(2). The Secretary shall also administer

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25 <sup>14</sup> The WIIN Act amended CVPIA to delete two programs--(b)(14) and (18)--under 3406(b),  
 26 resulting in 3406(b)(23) being re-designated as 3406(b)(21) WIIN Act section 4010(g)(1)(B).

1 all existing, new, and renewed contracts in conformance with the requirements and goals of this  
 2 title. *Id.* Congress further required environmental review pursuant to NEPA prior to renewal of  
 3 CVP contracts. CVPIA, § 3404(c)(1), § 3409.

4 60. In 1996, Congress enacted the Trinity River Basin and Wildlife Management  
 5 Reauthorization Act (the “1996 Act”). Pub. L. No. 104-143, 110 Stat. 1338 (1996). The 1996  
 6 Act amended the scope of the 1984 Act’s mandate to include rehabilitation of fish habitat “in the  
 7 Klamath River downstream of the confluence with the Trinity River.” 1996 Act, § 3(b). The  
 8 1996 Act also confirmed that “Trinity Basin fisheries restoration is to be measured not only by  
 9 returning adult anadromous spawners, but by the ability of dependent tribal, commercial, and  
 10 sport fisheries to participate fully, through enhanced in-river and ocean harvest opportunities, in  
 11 the benefits of restoration.” 1996 Act, Section 2.

12 61. In 2000, Interior Secretary Babbitt signed a Record of Decision on Trinity River  
 13 Mainstem Fishery Restoration (the “TRROD”) which provided for flows intended to restore  
 14 fishery habitat in the Trinity River downstream of Lewiston Dam. Secretary Babbitt found that  
 15 the Preferred Alternative was the “action which best meets the statutory and trust obligation [to  
 16 Hoopa] of the Department to restore and maintain the Trinity River’s anadromous fishery  
 17 resources.” TRROD, p. 2. In section 3406(b)(23) of the CVPIA, Congress required Hoopa’s  
 18 concurrence to make the TRROD effective, expressly establishing Hoopa’s role as a co-manager  
 19 of the Trinity River resources.

20 62. The United States government, including the Department of the Interior, and its  
 21 agencies, have a trust obligation to preserve, protect, and to restore Hoopa’s rights. The  
 22 Supreme Court has long recognized “the distinctive obligation of trust” that the federal  
 23 government owes to Indian tribes and federally protected rights. *Seminole Nation v. United*  
 24 *States*, 316 U.S. 286 (1942). In carrying out its obligations to the Indians, the United States is  
 25 charged with “moral obligations of the highest responsibility and trust.” *Id.* at 296-97. This trust  
 26

obligation extends to any federal government action affecting Indians or their rights. *Pyramid Lake Paiute Tribe of Indians v. United States Dep't of Navy*, 898 F.2d 1410, 1420 (9<sup>th</sup> Cir. 1990).

63. The Ninth Circuit Court of Appeals has specifically recognized that the federal government is trustee of the Hoopa Valley Tribe's federal reserved fishing and water rights. *Parravano*, 70 F.3d at 546; *Klamath Water Users Protective Ass'n v. Patterson*, 204 F.3d 1206, 1214-15 (9<sup>th</sup> Cir. 2000).

64. In 1995, Reclamation's Regional Solicitor explained in a memorandum to the Bureau of Reclamation's Mid-Pacific Regional Director that "Reclamation must exercise its statutory and contractual authority to the fullest extent to protect [Hoopa's] tribal fisheries and tribal water rights." Memorandum on "Certain Legal Rights and Obligations Related to the U.S. Bureau of Reclamation, Klamath Project for Use in Preparation of the Klamath Project Operations Plan" (July 25, 1995). That direction applies no less to Reclamation's management actions relating to the Trinity River.

65. Congress has specifically recognized the federal government's trust obligation to Hoopa and has affirmatively legislated direct protection of Hoopa's rights and interests in Trinity River fish and water resources in Section 2 of the 1955 Act, the 1984 Act, and Section 3406(b)(23) of the CVPIA. "We also find significant section 3406(b)(23)'s reference to the Hoopa Valley Tribe – and its exclusion of all other tribes." *Haugrud*, 848 F.3d at 1232.

66. Since the beginning of the TRD, Congress has mandated that the Interior Department, including Reclamation, act to ensure the preservation and protection of fish populations in the Trinity River. In addition to its general fiduciary trust obligation to protect and preserve Hoopa's reserved rights, Congress imposed a specific requirement on the Interior Department in the 1955 Act to mitigate TRD impacts on Hoopa's fishery upstream of Lewiston. In addition, the 1984 Act directed the Secretary to develop and implement a program that would restore Trinity River fish populations to pre-project (TRD) levels and to modernize and increase the effectiveness of the TRH. In 1992, Congress affirmatively recognized the federal

1 government's specific trust obligation to Hoopa and protection of its fishery resource. In the  
2 1996 Act, Congress confirmed that the purpose of the program authorized by the 1984 Act was  
3 not merely to preserve fish for preservation's sake, but to provide a harvestable population of  
4 salmon for Hupa people as well as other tribal and non-tribal fishers. Congress and the Secretary  
5 have repeatedly and explicitly recognized the specific trust obligation that exists regarding  
6 protection of Hoopa's trust fishing resource from impacts of the TRD.

7 67. Yet, today, fish populations are not at pre-project levels nor anything close to them.  
8 SONCC Coho salmon, a population that includes Klamath and Trinity River Coho, was  
9 estimated in 1940 to range between 150,000 and 400,000 naturally spawning fish annually. *See*  
10 Threatened Status for SONCC ESU of Coho Salmon, 62 Fed. Reg. 24588, 24588 (May 6, 1997)  
11 ("Listing Notice"). In 1997, NMFS concluded that "Coho populations in this ESU are very  
12 depressed, currently numbering approximately 10,000 naturally produced adults." *Id.* The  
13 perilous situation of the SONCC Coho salmon prompted NMFS in 1997 to list the fish under the  
14 ESA as threatened. In listing the Coho, NMFS noted that "water diversions" and "water  
15 withdrawals" for irrigation were "major activities responsible for the decline of Coho salmon in  
16 Oregon and California." *Id.* at 24,592. SONCC coho remain listed as threatened under the ESA  
17 due to their continued depressed populations.

18 68. In 1957, the Secretary concluded that the 1955 Act's mandate for preservation and  
19 propagation of Trinity River basin fish and wildlife required, as an authorized feature of the  
20 TRD, the construction and operation of the Trinity River Hatchery (TRH) near Lewiston,  
21 California, to mitigate for loss of anadromous fish production in 109 miles of stream habitat  
22 permanently blocked by TRD facilities.

23 69. Although the TRH was authorized and constructed as a feature of the TRD to  
24 mitigate those habitat impacts, Reclamation failed to oversee and manage the performance of the  
25 State of California's Department of Fish and Wildlife with whom it had contracted to run the  
26 TRH. The condition of the TRH has deteriorated during the decades of mismanagement.

1 Reclamation has failed to fulfill the mandates of the 1984 Act to modernize and increase the  
2 effectiveness of the TRH (Public Law 98-541 §2(a)(1)(C)) or require CVP contractors to pay the  
3 cost pursuant to CVPIA section 3406(b)(23).

4 70. A 2012 California Hatchery Review Report reported, with regard to the Trinity  
5 River, that:

6 Mitigation goals for lost adult production were determined from pre-project studies of  
7 anadromous fish population in the basin. The USFWS and CDFG (1956) estimated that  
8 5,000 coho; 3,000 spring Chinook; 8,000 summer Chinook and 24,000 fall Chinook; and  
9 10,000 steelhead (no run timing was designated) passed above the Lewiston Dam site  
10 prior to its construction. Total annual adult production goals (catch plus escapement) for  
11 TRH [Trinity River Hatchery] were further defined in 1980 to be 7,500 coho, 6,000  
spring Chinook, 70,000 fall Chinook and 22,000 steelhead (Frederickson et al. 1980).  
Escapement goals to the hatchery were further defined in 1983 as 2,100 coho, 3,000  
spring Chinook, 9,000 fall Chinook and 10,000 steelhead (USFWS 1983).

12 71. Average returns of hatchery fish to Trinity River above Willow Creek in recently  
13 completed brood cycles (run years 2015-2018) fall far short of the 1983 goals for all species  
14 (which goals still less than the estimated pre-project escapement levels). Significantly an  
15 average of only 6,200 fall Chinook returned to TRH between 2010 and 2019. This has  
16 substantially deprived Hoopa of its right to take fish.

17 72. In 2004, the Ninth Circuit Court of Appeals recognized that: “Restoration of the  
18 Trinity River fishery, and the ESA-listed species that inhabit it . . . are unlawfully long  
19 overdue.” *Westlands*, 376 F.3d at 878. Today, Hupa people are still not able to harvest  
20 meaningful quantities of fish to support their families or to provide the moderate livelihood  
21 based on fish that was promised to them by the federal government long before development of  
22 the TRD.

23 B. In Approving Conversion of the CVP Contracts to Permanent Contracts,  
24 Reclamation Failed to Comply With CVPIA Section 3404(c)(2).

25 73. Reclamation must comply with its legal responsibilities relating to restoration and  
26 preservation of the Trinity River fishery, specifically including CVPIA section 3404(c)(2) and  
NEPA. In addition to conducting appropriate environmental review, Reclamation must include



1 all existing requirements of law relating to the Trinity River fishery restoration program and the  
2 TRH and payments therefore, as well as the in-basin priority of Trinity River flows over out-of-  
3 basin diversions, in the converted contracts.

4 74. On February 28, 2020, Reclamation approved the conversion of 14 CVP contracts  
5 into permanent water service contracts including a contract with Westlands Water District,  
6 Contract No. 14-06-200-495A-IRI-P in the amount of 1,150,000 acre-feet per year. A table of  
7 all fourteen contract conversions approved on February 28, 2020 is found at Exhibit 2 to this  
8 Complaint.

9 75. Reclamation is likewise believed to be in the process of converting an additional  
10 26 CVP contracts, which are shown in a table on Exhibit 3 to this Complaint.

11 76. The permanent contracts approved by Reclamation violate CVPIA section 3404(c)(2)  
12 because they fail to incorporate the requirements imposed by existing law, including the fishery  
13 restoration provisions of the CVPIA and associated payment obligations, within such renewed  
14 contracts. Section 3404(c)(2) requires compliance with and incorporation of fishery restoration  
15 requirements, including those applicable to the Trinity River, in all long-term contracts.

16 77. The permanent contracts also fail to include terms subordinating the out-of-basin  
17 water deliveries to CVP contractors to in-basin flows that have legal priority pursuant to the  
18 CVPIA and the 1955 Act. Failure to affirmatively incorporate the applicable legal requirements  
19 relating to protection of the Trinity River and Hoopa's trust resources into the contracts is a clear  
20 and express violation of CVPIA section 3404(c)(2).

21 78. Contract provisions approved by Reclamation in the converted contracts are in direct  
22 conflict with CVPIA and other existing legal requirements relating to Trinity River flows and  
23 fishery restoration measures. For example, paragraph 37 of the converted contract with  
24 Westlands Water District states:

25 By entering into this Contract, the Contractor does not waive its rights to contest the  
26 validity or application in connection with the performance of the terms and conditions of  
this Contract of any Federal law or regulation; Provided, That the Contractor agrees to



1 comply with the terms and conditions of this Contract unless and until relief from  
2 application of such Federal law or regulation to the implementing provision of the  
Contract is granted by a court of competent jurisdiction.

3 This language is in direct conflict with the requirement of Section 3404(c)(2) of the CVPIA that  
4 expressly requires full incorporation of the existing requirements of federal law, which would  
5 include the CVPIA fishery restoration measures and legal requirements confirming priority of in-  
6 basin flows pursuant to the CVPIA and 1955 Act over out-of-basin diversions.

7 79. The contracts also unlawfully fail to explicitly include terms regarding CVP  
8 contractors' payment obligations regarding implementation of the CVPIA's fishery restoration  
9 programs.

10 80. Reclamation is legally required to operate the TRD and CVP in a manner that  
11 subordinates out-of-basin uses of TRD water to the Trinity River's in-basin needs. Reclamation  
12 is attempting to write those priorities out of the law by enacting permanent contracts that fail to  
13 recognize and incorporate those applicable priorities and legal requirements as contract terms.  
14 This expressly violates CVPIA section 3404(c)(2) and renders the contract conversions unlawful.

15 81. Hoopa seeks to prevent further deleterious impacts to its fishery from Reclamation's  
16 unlawful contracting actions. Reclamation has violated Section 3404(c)(2) of the CVPIA by  
17 ignoring and failing to comply with its mandatory duty to "incorporate all requirements imposed  
18 by existing law, including provisions of this title [the CVPIA], within such renewed contracts."  
19 This is no minor violation; Section 3404(c)(2) is designed to ensure that CVP contracts, and any  
20 out-of-basin diversions authorized therein, will remain expressly subject to the fishery restoration  
21 requirements and the in-basin flow priorities contained in existing laws including the 1955 Act,  
22 the CVPIA, and the TRROD. Reclamation's attempt to execute permanent water contracts  
23 without these required terms is an unlawful effort to evade the established fishery restoration  
24 measures and in-basin priorities affirmatively designed to protect Hoopa and the Trinity River  
25 resources it relies upon. The contracts, as approved, are unlawful.  
26

82. Hoopa wrote to Regional Director Conant on December 16, 2019 and on March 24, 2020 pointing out the need to incorporate appropriate provisions into the contracts at issue. These entreaties were ignored, contrary to 43 USC 485h(f). Further, the contracts lack validation, which is required by 43 U.S.C. § 511.

C. In Approving Conversion of the CVP Contracts to Permanent Contracts, Reclamation Failed to Comply With NEPA.

83. Hoopa seeks to enforce Reclamation's mandatory obligation to evaluate the environmental impacts of its water contracting actions pursuant to the CVPIA and NEPA and to evaluate alternatives to its actions that would better protect the imperiled Trinity River resources that are impacted by the out-of-basin diversions resulting from the contracts.

84. In 1999, Reclamation issued a programmatic EIS pursuant to the CVPIA. However, that programmatic EIS did not evaluate the environmental effects of converting Reclamation's existing CVP contracts to permanent contracts, but provided that future NEPA review would occur at the level of specific actions, including new contracts and contract renewals consistent with NEPA's tiering provisions.

85. In 2000, following consultation with Reclamation pursuant to section 7 of the ESA (16 U.S.C. § 1536), the United States Fish and Wildlife Service released a biological opinion for the implementation of the CVPIA and the continued operation and maintenance of the CVP, which stated that:

Once the long-term contract renewal negotiations are completed, the renewals will be subject to a separate, tiered analysis that is consistent with the NEPA tiering in the PEIS. No contracts will be renewed until the appropriate environmental review has been completed. Reclamation will consult either formally or informally with the Service before executing a contract. The site specific, tiered analysis will address direct and indirect effects of contract renewal.

86. Reclamation has not prepared an EIS, EA, or otherwise complied with NEPA in any respect prior to making the contracts at issue permanent and its failure to comply with NEPA is ongoing with respect to contracts that remain in the process of conversion to permanent.

1           87. The out-of-basin diversion of water to the Central Valley from the Trinity River  
2 basin, which would otherwise flow through the Trinity River, significantly impacts the fish,  
3 water, environmental, and socioeconomic resources of the Trinity River basin. The conversion  
4 of CVP contracts to permanent contracts will perpetuate these adverse impacts. Locking in the  
5 contracts for all time without environmental analysis of any kind violates NEPA.

6           88. The importance of the Trinity River and its resources to Hoopa and to the fulfillment  
7 of the Hoopa Valley Reservation as a permanent homeland for Hoopa and its people, the  
8 recognition and confirmation by Congress of the federal government's trust responsibilities to  
9 Hoopa, and the imperiled status of the Trinity River fishery provide unique characteristics that  
10 support NEPA review. 40 C.F.R. § 1508.27(b)(3).

11           89. The conversion and locking-in of the water contracts is highly controversial, which  
12 supports NEPA review. 40 C.F.R. § 1508.27(b)(4).

13           90. Locking-in the contracts as permanent contracts without NEPA review forecloses  
14 inquiry into possible future changes in climate and to species status and possible ways to  
15 mitigate impacts resulting from such changes. 40 C.F.R. § 1508.27(b)(5).

16           91. Reclamation's conversion of each contract establishes a precedent for future actions  
17 with significant effects and represents a decision in principle about future consideration, which  
18 supports NEPA review. 40 C.F.R. § 1508.27(b)(6). Reclamation is considering conversion of  
19 dozens of CVP contracts. Each contract conversion establishes a precedent for future actions  
20 with significant effects.

21           92. Each contract conversion is related to the conversion of the dozens of other CVP  
22 contracts, which demand water supply from sources that include the Trinity River, in addition to  
23 other past, ongoing, and reasonably foreseeable future actions that affect the Trinity River Basin  
24 and its resources. The cumulative impact warrants NEPA review. 40 C.F.R. § 1508.27(b)(7).

25           93. Salmon are not only a source of subsistence and economy for Hoopa, but are also a  
26 cultural and spiritual resource. In addition, salmon species in the Trinity River are in imperiled

condition. Some, such as SONCC coho, are already listed under the Endangered Species Act while others, such as Chinook species, are being reviewed for possible listing. These factors further support NEPA review. 40 C.F.R. § 1508.27(b)(8), (9).

94. The conversion of the contracts also separately threatens violations of Federal and State laws and requirements imposed for the protection of the environment including Section 3404(c)(2) of the CVPIA and the fish protection measures and in-basin flow requirements found in the CVPIA, the TRROD, and the 1955 Act. As discussed herein, the converted contracts do not incorporate all requirements imposed by existing law in violation of Section 3404(c)(2). The locking-in of the contracts also threatens the requirements of the 1984 Act as well as the ESA. 40 C.F.R. § 1508.27(b)(10).

95. Reclamation's failure to prepare an EIS or EA on the conversion of the contracts constitutes failure to proceed in the manner required by NEPA because entering into each contract was a major federal action significantly affecting the quality of the human environment. 42 U.S.C. § 4332(2)(C). Reclamation's failure to prepare an EIS or EA on the conversion of the contracts also constitutes agency action unlawfully withheld or unreasonably delayed.

96. Reclamation's failure to prepare an EIS or an EA foreclosed its analysis of alternatives to the proposed action in violation of NEPA. 40 C.F.R. § 1502.14(a). In light of the continuing failure to meet the goals and requirements of the 1984 Act and to restore the Trinity River fishery to pre-TRD levels, and given the confirmed impact that out-of-basin water diversions have on Trinity River resources, the failure to consider alternatives to permanently locking-in the water diversions to CVP contractors (as opposed to alternatives that either reduce or otherwise mitigate the continuing effects of such diversions on environmental resources) is unlawful.

## **VII. CLAIMS FOR RELIEF**

### **FIRST CLAIM FOR RELIEF**

#### **Violations of CVPIA and the APA.**

1 97. Hoopa re-alleges, as if fully set forth herein, each and every allegation set forth in  
2 this Complaint.

3 98. Reclamation violated and is violating Section 3404(c)(2) of the CVPIA and the APA  
4 by executing or otherwise approving the conversion of CVP renewal contracts into permanent  
5 water service contracts without expressly incorporating all requirements imposed by existing  
6 law, specifically including requirements imposed by the 1955 Act, 1984 Act, CVPIA, and  
7 TRROD, which impose specific fishery restoration measures and payment obligations and which  
8 confirm the in-basin priority of Trinity River flow releases over out-of-basin diversions to the  
9 Central Valley contractors, as terms within such contracts. Specifically, the contracts fail to (1)  
10 secure recognition of fishery restoration as a project purpose; (2) memorialize in the contract the  
11 O&M cost obligation under CVPIA §3406 (b)(23); (3) specify the 2000 TRROD, the 2017 ROD  
12 and 1955 Act Proviso 2 water as expressly acknowledged and accepted by the contractors; (4)  
13 memorialize the 1979 Krulitz opinion confirming Trinity Basin priority; (5) address TRH  
14 failures and mismanagement; and (6) declare TRH modernization and improved effectiveness is  
15 an O&M expense per CVPIA §3406 (b)(23).

16 99. Reclamation's actions and omissions, specifically including their failure to comply  
17 with the CVPIA as described herein, is arbitrary, capricious, an abuse of discretion, and  
18 otherwise not in accordance with the law and are reviewable in this Court under the APA, 5  
19 U.S.C. §§ 702 - 706.

20 100. Due to Reclamation's violations of the CVPIA and the APA, Reclamation's  
21 approvals of the contracts are unlawful, and the contracts are legally invalid and must be set  
22 aside by this Court.

## 23 **SECOND CLAIM FOR RELIEF**

### 24 **Violations of NEPA and APA**

25 101. Hoopa re-alleges, as if fully set forth herein, each and every allegation set forth in  
26 this Complaint.

104. Reclamation failed to develop or consider alternatives to the proposed contract  
conversion actions in violation of NEPA.

11 106. Reclamation's failure to comply with NEPA prior to its execution and/or approval  
12 of the contract conversions constitutes arbitrary and capricious agency action, is an abuse of  
13 discretion, and is contrary to law and procedures required by law and are reviewable in this  
14 Court under the APA. 5 U.S.C. §§ 702 - 706.

18 PRAYER FOR RELIEF

20 A. Find and declare that Reclamation has failed to comply with Sections 3404(c)(2)  
21 of the CVPIA by executing or otherwise approving the conversion of CVP  
22 renewal contracts into permanent water service contracts without expressly  
23 incorporating all requirements imposed by existing law, specifically including  
24 requirements imposed by the 1955 Act, 1984 Act, CVPIA, and TRROD, which  
25 impose specific fishery restoration measures and payment obligations and which

confirm the in-basin priority of Trinity River flow releases over out-of-basin diversions to the Central Valley contractors, as terms within such contracts;

B. Find and declare that Reclamation's failure to prepare an EIS or an EA to assess, disclose, and consider the environmental effects of the contract conversions, and alternatives to the contract conversions, violates NEPA;

C. Find and declare that Reclamation's approvals of the contract conversions are arbitrary, capricious, an abuse of discretion, or otherwise not in accordance with law, and without observance of procedure required by law;

D. Vacate, set aside, rescind, and nullify all of Reclamation's contract conversions challenged herein;

E. Enjoin Reclamation from taking any action pursuant to the contract conversions, until Reclamation has fully complied with NEPA and Section 3404(c)(2) of the CVPIA;

F. Enjoin Reclamation from converting any other contracts absent full compliance with CVPIA Section 3404(c)(2) and NEPA;

G. Grant other preliminary and/or permanent injunctive relief;

H. Award Hoopa its costs of litigation, including reasonable attorneys' fees; and

I. Grant Hoopa such additional relief as the Court may deem just and proper.

DATED this 13th day of August 2020.

MORISSET, SCHLOSSER, JOZWIAK & SOMERVILLE

/s/ Thomas P. Schlosser

Thomas P. Schlosser WSBA #06276

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